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IV
LAND USE ELEMENT

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TABLE OF CONTENTS

		Page
Executive Summary		
A.	Amendment Overview	1
B.	Issue Format	1
C.	Implementation Guidance	2
D.	Planning Issues	3
E.	Amendment Characteristics	4
Introduction		
A.	Purpose	7
B.	Process	8
C.	Approach	10
D.	Citizen Participation	14
E.	Relationship to General Plan	15
A Guide to this Amendment		
A.	Organization, Format & Structure	17
B.	Internal Consistency	20
C.	Plan Review, Update and Amendment	22
D.	Project Review and Land Use Decisions	23
Land Use Element		
A.	Introduction and Background	25
B.	Determinants of Land Use Issues	29
C.	Relationship to Other Elements	31
D.	Land Use and Zoning Inconsistencies	33
E.	Interpreting the Map	34
F.	Land Use Categories	34
G.	Goals and Strategies	37
H.	Implementation Programs	50

Page

Plan Alternatives

A. Guiding Assumptions 59
B. Alternative 1: Current General Plan 60
C. Alternative 2: Neighborhood Conservation 62
D. Alternative 3: Increased Economic Development 63
E. Community Land Use Alternatives 64
F. Community Land Use Alternative II 65

EXECUTIVE SUMMARY

A. Amendment Overview

The Upland General Plan Program amends the Land Use and Circulation Elements of the General Plan. The General Plan has been prepared to include the following:

Introduction and Background

Presents background data and existing conditions survey.

Determinants of Land Use Issues

Identifies existing or potential conditions that require action through the General Plan process.

Relationship to Other Elements

Explains the functional relationship of Land Use and Circulation Elements to the other required elements included in the General Plan.

Description of Land Use Categories and Roadway Descriptions

Discusses the General Plan land use designations and roadway rights-of-way.

Map

Provides a graphic representation of the Land Use and Circulation Elements of the City of Upland General Plan.

Goals and Strategies

Establishes the goals and strategies for each issue topic.

Implementation

Presents the planning policies, regulatory actions, and City programs for the Land Use and Circulation Element of the City of Upland General Plan.

B. Issue Format

The need to address substantive land use issues in Upland offered the City an opportunity to organize the General Plan in an issues format. The General Plan review process was designed to identify critical issues of interest throughout the City.

The General Plan process included three community workshops and a series of Planning Commission and City Council public workshops to elicit public input. Surveys of existing conditions and land use analyses were also conducted. At the end of this process, the concerns identified by the citizens were categorized by issue and addressed by implementing strategies in each element of the General Plan.

An issue is defined as an existing or potential condition that is important to the well-being of the City and requires that some action be taken. The issues presented in the General Plan included neighborhood protection, housing opportunities, historical preservation, economic development, commercial revitalization, industrial development, and circulation.

The proposed General Plan Program policies are the options available that best carry out the primary goals of the plan--to reinforce quality residential uses in Upland and provide for a mixture of supporting commercial and regional/commercial/industrial uses to expand economic opportunities for the residents of Upland.

C. Implementation Guidance

Each element contains a series of General Plan implementation measures, which are actions, procedures, or techniques that carry out the General Plan strategies.

The programs contained in the Upland General Plan Amendment encompass a broad range of actions which implement the strategies of each element.

- Programs which are currently being implemented by the City and will be continued;
- Modifications of existing programs, with little or no fiscal impact on the City;
- Proposed new programs.

Of these, some are mandated by State law (e.g. zoning, CEQA review, and housing programs). Others account for plan policies which, while they may be contained in a State-mandated element, are not necessarily mandated actions by the City. Unless otherwise noted by State law, each and every implementation measure listed in the General Plan Amendment is not to be construed as mandatory, but only as guidance for the City in accomplishing the goals and strategies of the General Plan Amendment.

D. Planning Issues

The General Plan Program addresses the Land Use and Circulation Element issues which are required by State law.

The *Land Use Element* designates general distribution, location, and extent (including standards for population density and building intensity) of the uses of land for housing, commercial, industry, public buildings and grounds, open space/recreation, special uses, and other categories of public and private uses.

The *Circulation Element* identifies the general location and extent of the existing and planned transportation network, including: highways, streets, pedestrian paths, bikeways, air transport, buses, rail, and para-transit services.

Both the Land Use and Circulation Elements address relevant issues, recommended in the State's advisory guidelines. The Upland General Plan Program addresses each issue specified by State law.

Issues relevant that are addressed in this General Plan include the following:

- Protection of the viability and stability of residential neighborhoods.
- The necessity to implement programs and policies to maintain and increase opportunities for provision of affordable housing in the City.
- Preservation of the integrity of historically significant neighborhoods throughout the City.
- The amounts and types of non-residential land uses which are feasible for short- and long-term development in the City.
- The recognition that commercial revitalization is necessary to update the declining Seventh Street commercial area.
- Industrial revitalization potential for industrial properties located along the Ninth Street industrial corridor.
- The need to plan for unincorporated areas within the City's Sphere of Influence that are reserved for potential annexation to the City.
- Development of a transportation system that will support the comprehensive goals of the region.
- Creation of a balanced transportation system that both supports, and is integrated with, planned land uses.
- Protection of residential neighborhoods from traffic intrusion while accommodating local and through traffic.
- Development of a transportation system that is financially, legally, and politically feasible; has broad public support; and has a commitment to its implementation by elected officials and those providing transportation services.
- Efficient use of existing transportation facilities.

E. Amendment Characteristics

After thorough analysis of issues related to the City, specific topics were chosen from which the Land Use and Circulation Amendments evolved. Each amended element contains specific goals and strategies organized by issues and includes implementation measures to attain achievement of the goals and strategies. The following presents an overview of the fundamental components of the Land Use and Circulation Elements directed at improving the quality of life in the City.

Land Use Element

The Land Use Element contains updated estimates of current land uses in the City. The Amended Land Use Element also describes the proposed land use pattern and distribution for the community. Single-family residential land uses are anticipated to continue as the predominant land use in the City. Additional emphasis is placed on policies that promote economic development programs.

Circulation Element

The updated Circulation Element responds to changes in the amended Land Use Element plan and reflects changes that have occurred to the circulation network and transportation policies since adoption of the 1982 Circulation Element. Several roadway segments are redesigned or reclassified to better reflect existing and proposed land uses and traffic conditions. All segments of the transportation network are planned to accommodate existing and ultimate development patterns of the Upland community. At the same time, the transportation network is designed to accommodate inter-city through-traffic and to comply with regional transportation goals.

Element Format

Each amended Element (Land Use and Circulation) is formatted to include the following:

Current Conditions

This section supplies information for the General Plan Amendment that pertains to existing conditions throughout the City.

Determinants of Land Use/Circulation Issues

This section is a description of the issues that were identified by residents during the public-participation issues identification process.

Relationship of Other Elements

This discusses each element's relationship to the other elements in the General Plan.

Land Use and Zoning Inconsistency

This section is unique to the Land Use Element and discusses the relationship between the Amendment and zoning within the City.

Interpreting the Map

This section is located in the Land Use Element. It aids the reader with an in-depth description of the map and how it should be read.

Land Use Categories/Circulation Plan

These sections outline the new type of land use categories and Circulation Plan descriptions. They offer detailed descriptions of all categories.

Goals and Strategies

This section of each element is the basis of the policies that are recommended in the amendment. They are broken down by issues which were identified during the community participation process.

Implementation Programs

This section serves as the basis from which the goals and strategies can be implemented.

INTRODUCTION

A. Purpose

In March, 1994, the Upland City Council approved the Scope of Work and directed staff to prepare the Upland General Plan revision. This phase of the General Plan addresses single-family/multi-family residential, the Seventh Street commercial, and the Ninth Street industrial issues as they relate to broader questions of land use, circulation, and fiscal/economics.

The General Plan is a policy document designed to give long-range guidance to those making decisions affecting the character and the future land use in a city. Phase I of this program was completed in December, 1990, with City Council adoption of the Southeast Quadrant General Plan. The General Plan amendment created policies for the Southeast Quadrant relating to the Land Use and Circulation Elements. Phase II will address the need for citywide goals and policies to address land use and circulation issues. Specifically, this amendment focuses on the location, extent, and density/intensity for single-family and multi-family residential, commercial, and industrial uses in the City. To address these land use issues and related circulation questions, the issue-oriented approach was adapted and applied to this General Plan amendment. The amendment is organized by issues and proposes policies and implementing strategies that will support the Upland General Plan Land Use and Circulation Elements.

The following ten functions and State requirements will be met:

- To guide the City in responding to important physical development-related issues.
- To provide strategies for realizing the best community potential, particularly from an economic and fiscal standpoint.
- To guide future decisions regarding all aspects of physical development, including both privately originated projects and public improvement projects.
- To clarify what is meant by, and to describe how to achieve, the optimum living environment under conditions projected in the amendment.
- To provide policy direction for the City in working with other government agencies and to establish programs involving other agencies' cooperation.
- To enable the community to capitalize on and enhance those qualities and characteristics that give it identity and pride.
- To help the City efficiently administer its public resources.
- To use the amendment to educate and inform interested parties about the City.

- To protect community development decisions from successful legal challenge on the basis of alleged General Plan inadequacy or incompleteness, including challenges of process deficiency.
- To focus the plan amendment on issues it intends to resolve by balancing the public's expectations and demands into workable solutions.

This amendment and the previous Southeast Quadrant General Plan and Environmental Impact Report, which was adopted by the City Council in December, 1990, and which is hereby incorporated into this document by reference, will be valuable tools for guiding change while assuring stability throughout the City.

B. Process

The process for identifying alternatives and formulating a recommended plan merits explanation because it lies at the heart of completing Phase I of the Upland General Plan Program. It consisted of the following steps, some of which were sequential and some of which were concurrent:

Current Conditions Analysis

The process of evaluating current conditions included review of the existing General Plan, existing zoning, existing land use patterns, the condition of existing uses, historic resources data, and reinforcing or conflicting relationships between these factors and current policies.

Market Opportunities Analysis

An evaluation was made of the market area in which land uses in Upland compete. This particularly emphasized non-residential uses because of the interest expressed by the area residents and the City Council in balancing revenue-generating uses with maximum single-family development, thus raising the question of whether land that had been committed to other uses might have single-family residential potential. The result of this analysis was to increase industrial and commercial uses through new land use designations, to create a balance between single-family residential uses and multi-family uses and to identify viable opportunities to maintain existing quality multi-family residential uses in the City.

Land Use Tools

In addition to the pattern of land uses incorporated into each alternative, new land use tools were suggested in the form of new land use categories for the General Plan. These were applied in different applications in the various alternatives.

Public Workshops

Two community workshops were held during the alternative formulation process: one during the data analysis phase, and one after preliminary alternatives had been developed.

In addition, two Planning Commission workshops, a joint City Council/Planning Commission workshop, and a City Council workshop were held after community land use alternatives were identified. The purpose of these workshops was to work with the community developing the land use alternative to best serve the City.

Traffic Analysis

Estimates of probable traffic conditions were used in evaluating land use alternatives. Buildout traffic volumes were calculated by applying the Upland Travel Demand Forecast Model to the citywide street and highway system and by applying the SANBAG Comprehensive Transportation Plan Model output to designated CMP arterials.

These buildout traffic volume calculations demonstrated minor variations between land use alternatives. Overall, the recommended land use alternative generated lower traffic volumes than the existing 1982 General Plan Land Use Plan and the other alternatives considered.

Traffic model runs were also conducted to test the impact of reclassifying certain secondary arterials to collector streets in order to reduce traffic impacts in residential neighborhoods. These analyses demonstrated that the reclassification of certain segments of Campus Avenue and Eighth Street would not impact the transportation network.

Fiscal Analysis

The fiscal analysis considered the recurring revenues and costs projected to accrue to the City of Upland from development of five representative alternative development scenarios. The fiscal impact analysis served as a guide to the land use designation mix for each alternative, and ultimately supported the formulation of the preferred alternative land use scenario.

Five alternatives were discussed and the preferred alternative was chosen from a compilation of the following:

- Existing General Plan at buildout
- Neighborhood Conservation
- Increased Economic Development
- Community Land Use Alternative I
- Community Land Use Alternative II

C. Approach

Project Description and Environmental Setting

Location and Setting

The City of Upland is located in the northwest corner of the West End Planning Area of San Bernardino County. The western boundary of Upland generally coincides with the boundary line between San Bernardino and Los Angeles counties. The northern boundary lies to the south of the San Antonio Heights residential community. The San Bernardino Freeway (I-10) marks the southern boundary, and Rancho Cucamonga city boundaries coincide with the eastern city limit line.

Upland is located approximately 35 miles east of Los Angeles and lies directly below the San Gabriel Mountain Range. The City provides a gateway to the Angeles National Forest and to the Mt. Baldy Recreation Area. Upland's main north-south artery, Euclid Avenue, dissects the City in half, with Foothill Blvd. serving as the main east-west arterial. Figure 1 illustrates the regional location of the area.

Project Objectives

The areas of the City adjacent to Euclid Avenue and the Town Center were the first sections of the City of Upland to develop. Today these areas are characterized by mixed land uses including single- and multi-family residential, commercial, and industrial. The City recognizes the need to maintain the integrity of the single- and multi-family residential neighborhoods in the community and to establish long-range policies to guide development of commercial/industrial uses. Additionally, inconsistencies between the existing zoning and the proposed amendment are identified, and a strategy for bringing the zoning into consistency with the General Plan is included.

The baseline analysis for the General Plan Program documents existing land use, circulation, and fiscal/economic conditions. The land use analysis includes identification of residential uses and transitional residential neighborhoods adjacent to commercial/office and industrial uses. This information was utilized to identify neighborhoods to be preserved, areas with potential for revitalization, and areas which may be suitable for intensification of industrial and commercial uses. From this, a range of density configurations was explored.

Project Amendment Characteristics

The proposed project involves amendments to the Land Use and Circulation Elements of the City's General Plan. The General Plan amendment entails the following:

A total of 4253.81 acres of land are designated for residential uses; 3727.68 acres are committed to single-family uses, and 526.13 acres are committed for multi-family uses.

The General Plan Land Use Alternative projects 25,085 residential units at buildout; 16,321 (64 percent) single-family, and 7,525 (29 percent) multi-family. (See Table 1.)

Table I

Proposed Land Use Alternative at Buildout	
Total Dwelling units (detached)	25,085
Single Family units	16,321.5
% Single Family units	64%
Multi-Family units (attached)	7,525
% Multi-Family units	29%
Population	74,000

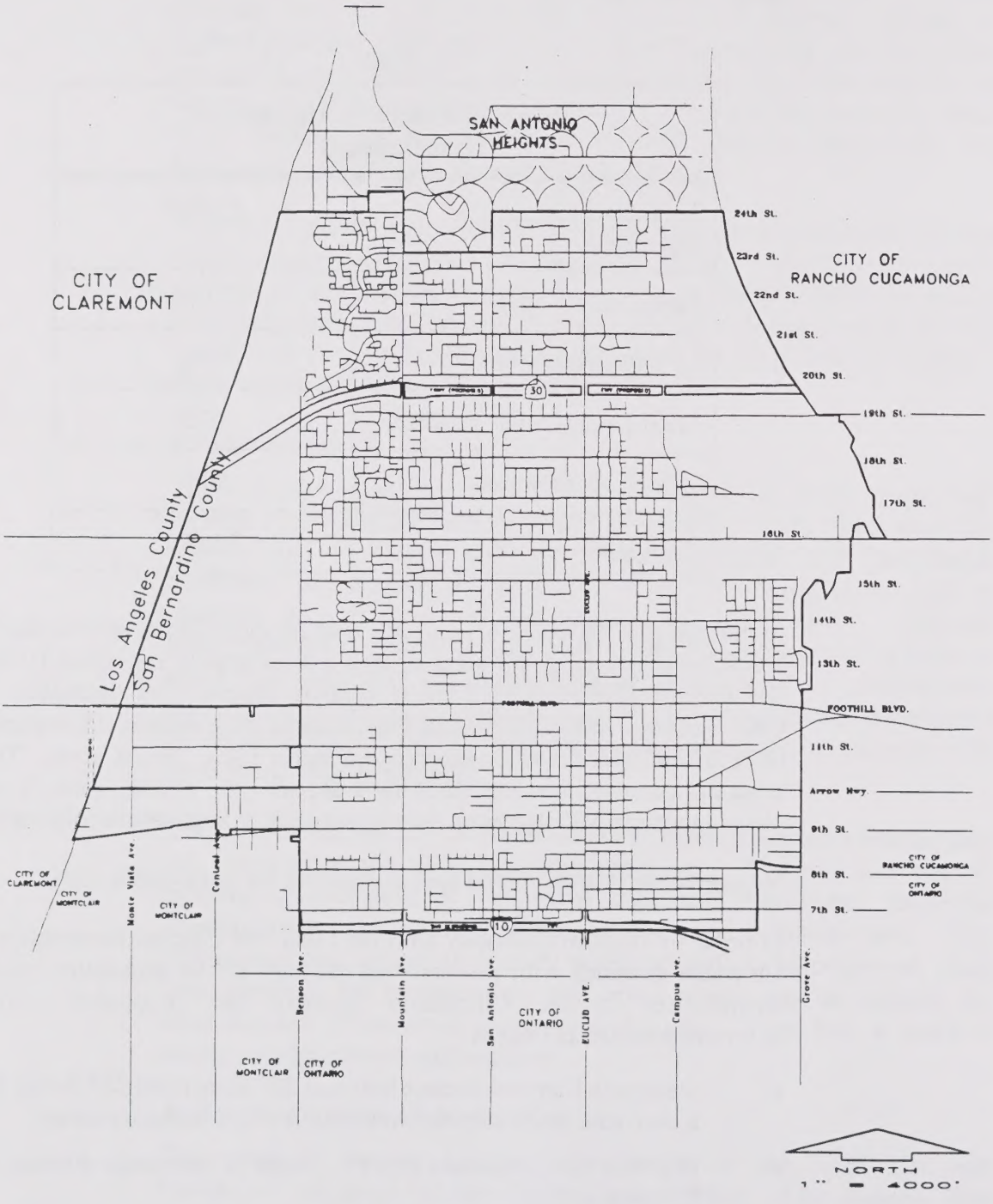
In the non-residential sector, the total land for commercial uses in the City is 544.74 acres and 268.3 acres of land are designated for industrial uses. The General Plan commits 2096.35 acres to Special Uses throughout the City. Included within the Special Use category are Residential/Commercial (SP), 619.42 acres; and Commercial/Industrial (SP), 255.08 acres. These areas are committed to regulation by a specific plan overlay zone. Future planning efforts will determine the commitment of land uses in these areas.

No significant change in land uses is expected for quasi-public uses.

In order to maintain constancy with the Land Use Element to correlate the allowable densities with the carrying capacity of the circulation system, amendments to the Circulation Element are proposed. These improvements are as follows:

- Designate Campus Avenue between 20th Street and 23rd Street from a four-lane secondary highway to a two-lane collector street.
- Maintain the connection of 24th Street to Mountain Avenue as a "T" intersection.

Figure 1
Vicinity Map



- Redesignate Eighth Street from San Antonio Avenue to the east City Limit from a four-lane arterial to a two-lane collector street.
- Incorporate into the Circulation Element the 1995 Upland Bicycle and Pedestrian Facilities Master Plan as the Non-Motorized Circulation Element of the City.

California Environmental Quality Act Compliance.

A Negative Declaration was prepared in accordance with the California Environmental Quality Act (CEQA). The Initial Study prepared for the General Plan Amendment determined that this project would not have significant environmental impacts, and, therefore, a Negative Declaration was warranted. Large-scale projects, or projects implemented as a result of this General Plan Amendment, that the City decides may have significant environmental impacts will need further analysis on a project-by-project basis.

D. Citizen Participation

Citizen participation was a vital element in forming the preferred plan. The community was involved in the process through community workshops conducted by the City. Comments ranged from general concerns regarding the City of Upland to specific concerns within the City.

Three community workshops have been held to allow Upland residents to provide input into the General Plan Update. The first meeting held on June 8, 1994, was attended by approximately 150 residents. They identified specific concerns and issues relating to their immediate neighborhoods which they wished to have addressed by the General Plan. The work product from the workshop was a list of the five most pressing issues of each of the participating working/decision groups.

The second community workshop held October 18, 1994, sought to elicit comments from the community on underlying assumptions that would serve as the foundation for long-range policy and to identify a community land use alternative to evaluate for the Upland General Plan. Three land use alternatives were presented to community members who, on the basis of their interest in a specific study area, divided into working groups to develop a community land use alternative. In addition, the group reached consensus on the following assumptions to provide direction for the policy and land use policy decisions considered during preparation of the General Plan:

- Upland will continue to be a low-density residential community.
- Community and neighborhood values will not be compromised by new development.
- Upland is not likely to become a major regional retailing or employment center.

EXHIBIT 1
GENERAL PLAN LAND USE SUMMARY

Land Use Summary
Within City Limits

Alternative II

Land Use Categories	Acres	Percent
Single-Family Residential		
0-2, 0-3, 0-4 du/ac	2,410.29	30.7
4-6 du/ac	1,061.46	13.5
7-10 du/ac	143.29	1.8
Mobile Home Park	112.70	1.4
Total	3,727.68	47.4
Multi Family Residential		
7-12 du/ac Condominium	152.47	1.9
12-20 du/ac Condominium	35.44	0.5
7-12 du/ac	12.60	0.2
12-20 du/ac	325.62	4.1
7-30 du/ac	0.00	0.00
Total	526.13	6.7
Commercial		
Highway Commercial	285.16	3.6
Regional Commercial	68.27	0.9
Office Only	44.16	0.6
Commercial Professional	31.69	0.4
Transit Commercial	8.04	0.1
Neighborhood Commercial	35.28	0.4
Central Trading	72.15	0.9
Airport-Related Commercial	0.00	0.00
Total	544.75	6.9
Industrial		
Light Industrial	255.90	3.3
Industrial/artist Loft	12.43	0.2
Total	268.33	3.4
Special Uses		
Institutional/Institutional(SP)	21.52	.3
Residential/Commercial (SP)	619.42	7.9
Commercial/Industrial (SP)	255.08	3.2
Airport	119.07	1.5
Hospital	21.13	0.3
Open Space	1,060.13	13.5
Total	2,096.35	26.7
Public Facilities		
Total	696.88	8.9
Grand Total	**7860.12**	**100.00**

Land Use Summary
San Antonio Heights

Alternative II

Land Use Categories	Acres	Percent
SFR 0-3 du/ac	990.22	86.74
Neighborhood Commercial	3.99	0.35
Open Space	147.36	12.91
Total	1141.57	100.00

Land Use Summary
County Island

Alternative II

Land Use Categories	Acres	Percent
Commercial Industrial (SP)	319.15	86.30
Institutional (SP)	50.80	13.7
Light Industrial	0.00	0.00
Total	369.95	100.00

- Additional economic development can take place in selected parts of the City.
- California is changing, and these changes will affect Upland and its neighborhoods.
- Transportation and air quality concerns will increasingly affect land use planning and lifestyles of Upland residents.

On December 8, 1994, the underlying assumptions and land use alternatives from the community workshops, along with a report on the fiscal/economic model, were presented for review and comment at a joint City Council/Planning Commission workshop.

The General Plan was reviewed by the community at a subsequent General Plan workshop held by the Planning Commission on August 23, 1995. Additional comments were received from the public, resulting in further refinements to the Land Use Alternative. The General Plan will receive further public review at scheduled Planning Commission and City Council public hearings.

E. Relationship to General Plan

The intent of this amendment is to complete Phase One of the General Plan Program for the entire City. At this point, the issue format and approach is used for investigation and determination of the preferred land use plan and transportation plan for Upland. The organization of the amendment, however, is traditional and parallels the structure of the currently adopted Upland General Plan. This is done to aid the reader with understanding the first phase of the program.

A GUIDE TO THIS AMENDMENT

A. Organization, Format & Structure

Text

The General Plan Program document text is organized into the following sections:

Executive Summary

This chapter provides a general overview of the Upland General Plan Program, a discussion of the issue format for establishing Plan direction, overview of characteristics of implementation measures, identification of key issues relevant to the City of Upland, and a description of topics covered by the documents.

Introduction

This chapter contains a discussion of the purpose of the General Plan program, the process under which the General Plan was developed, the approach to the General Plan Program, summary of the Land Use and Circulation Elements, the citizen participation process, and a discussion of the relationship of the Upland General Plan Amendment to the existing Southeast Quadrant General Plan.

Guide to the Amendment

This chapter provides an overview of the organization and format of the document; discusses internal consistency between the Land Use and Circulation Elements and the other elements of the General Plan; identifies procedures for General Plan review, update, and amendments; and outlines project review procedures and the City's development review process.

Land Use Element

This chapter provides a description of the existing physical conditions in the City; a summary of the key issues as they relate to Upland, a discussion of the interrelationships of the General Plan Elements, Land Use and zoning inconsistencies, a guide to the interpretation of the Land Use and Circulation maps, a summary of the Preferred Land Use Alternative and detailed descriptions of the Land Use designations, identification of goals and strategies to reinforce Upland as a viable residential community, the inclusion of goals and strategies to establish an industrial and commercial base in Upland, and a listing of programs and activities to be carried out by the City to implement the goals and strategies of the Land Use Element.

Circulation Element

This chapter provides an in-depth discussion of the current traffic conditions and describes the transportation network in the City of Upland; circulation issues specific to the street and lighting system are analyzed; the relationship of the Circulation Element to the other elements of the General Plan are summarized; the recommended Circulation Plan is described in detail, including proposed roadway designations; goals and strategies for the provision of an adequate circulation system are identified; and the measures and programs to be carried out by the City to implement the Circulation Element are listed.

Maps

The series of maps contained in the amendment are as follows:

Land Use

The Land Use Maps depict parcel-specific Land Use Districts, which, in conjunction with the text, contain the types and intensities of uses, lot sizes, densities, development standards, and the conditions under which the uses are allowed.

Circulation

The Master Plan of Streets and Highways shows the alignments and ultimate cross-sections of major and secondary arterials and collector streets.

The basic function of the routes on the Circulation Element maps is to indicate major transportation corridors, both existing and proposed, as they relate to each other and to planned land use districts and health and safety features. They also serve as a guide for offers of dedication and improvements to rights-of-way, either in advance of need or as development occurs.

Interpretation of the General Plan

Map Boundaries and Symbols

In any case where uncertainty exists regarding the location of boundaries of any land use category, proposed public facility symbol, circulation alignment, or other symbol or line found on the official maps, the following procedures will be used to resolve such uncertainty:

- Boundaries shown as following, or approximately following, lot lines, shall be construed to be following such lot lines.

- Where a land use category applied to a parcel is not mapped to include an adjacent street or alley, the category shall be considered to extend to the centerline of the right-of-way.
- Boundaries shown as following, or approximately following, the limits of any municipal corporation shall be construed as following such limits.
- Boundaries shown as following or approximately following section lines, half-section lines, or quarter-section lines shall be construed as following such lines.
- Boundaries shown as following, or approximately following, railroad lines shall be construed as lying midway between the main tracks of such railroad lines.
- Boundaries shown as following, or approximately following, the centerlines of streams, rivers, or other continuously flowing water courses shall be construed as following the channel centerline of such water courses taken at mean low water, and, in the event of a natural change in the location of such streams, rivers, or other water courses, the zone boundary shall be construed as moving with the channel centerline.
- Boundaries shown as separated from, and parallel or approximately parallel with, any of the features listed above shall be construed to be parallel with such features and at such distances therefrom as are shown on the map.
- Symbols that indicate appropriate locations for proposed public facilities are not property specific. They indicate only the general area within which a specific facility should be established.

B. Internal Consistency

All elements of the General Plan are of equal importance. No element is to be subordinate to another. Goals, strategies, implementation measures, principles, standards, and plan proposals for each of the elements are to be consistent with each other. The General Plan text and maps must also be consistent. These requirements are affirmed by Government Code Section 65300.5.

As defined by the State General Plan Guidelines, the General Plan elements often overlap in subject matter and policy. Internal consistency of the Upland General Plan Amendment and the existing General Plan Elements is discussed below.

Land Use Element

This Element establishes guidance for the development of other General Plan Elements. In turn, the Land Use Element is developed with technical and environmental considerations derived from other elements of the plan. The Land

Use Element as amended, provides for the types, density/intensity, and distribution of development.

Housing Element

The Housing Element provides for the manner in which existing housing will be conserved and new housing will be produced in the context of the areas permitted for development by the Land Use Element. Given the emphasis of the Upland General Plan Amendment to focus on location, distribution, and density of single and multi-family residential areas, it is imperative that the Housing Element be consistent. Therefore, it is recommended that the Housing Element be updated to reflect land use decisions and related implementation programs as identified in the amended Land Use Element.

Circulation Element

The Circulation Element identifies types of roadways, and specifies the means by which public roadway infrastructure will be provided to support the uses accommodated by the Land Use Element. The Circulation Element maintains a functional relationship with the Land Use Element and Noise Element. The Circulation Element amendment responds to existing circulation problems and issues within the City. Implementation measures are recommended to reduce the adverse effects of vehicular traffic currently experienced as well as measures which will support buildout of the amended land use designations and densities. In turn, the Land Use Element prescribes appropriate land uses which are compatible with the volumes and types of traffic projected for each corridor of the transportation network.

Noise Element

Noise Element information serves as a guideline for the Land Use Element through the establishment of a land use/noise compatibility matrix. The matrix serves as input to the determination by location of particular land uses to ensure compatibility with the roadway network and associated noise impacts. The more specific technical analysis performed for the Noise Element serves as input to the Land Use Element and the Circulation Element. The Noise Element regulates the circulation network by identifying where noise levels resulting from traffic volumes exceed acceptance levels for the land uses designated. In order to balance the environmental considerations relating to ambient noise levels with the amended Land Use and Circulation plans and implementation programs for the City of Upland, an update of the Noise Element is recommended to maintain internal consistency.

Open Space/Conservation Element

The Open Space/Conservation Element defines the range of services needed to support the City's residents, businesses, and visitors and defines policy for the

protection of significant resources in the context of land use development. The existing and future parks inventory and strategies presented in this combined element should be consistent with the acreage and locations established as part of the amended Land Use Element maps for the City. In addition, the Open Space designation for flood control and reservoir should be reflected consistently in both the Open Space/Conservation Element and the Land Use Element. An update of this combined Element is recommended to reflect any changes in open space, recreation, or flood control measures resulting from the amendment to the General Plan.

Seismic Safety/Safety Element

The Seismic Safety/Safety Element, as combined in the Upland General Plan, provides for the protection of humans and land uses from the adverse effects of natural and man-made causes. The issue of designating open space land for public safety measures such as flood plains is incorporated into the Land Use Element through the land use designation, which is interrelated with the Open Space/Conservation Element. The Land Use Element recommends that the City consider implementation measures addressing creation of a seismic retrofit ordinance designed to aid residential and commercial property owners upgrade their properties. This program as well as related public safety land use designations should be updated in the policies and programs of the Seismic Safety/Safety Element to ensure consistency with the Upland General Plan Amendment.

Scenic Highways Element

The Scenic Highways Element of the Upland General Plan interrelates with the Land Use Element and the Circulation Element. Resolution 2927 previously amended the Land Use Element to prescribe appropriate land uses for the Euclid Avenue Corridor. The amended Land Use and Circulation Elements propose land uses and a roadway designation which must be consistent with the Scenic Highways Element. In turn, the Scenic Highways Element should be updated to reflect the land use designations and roadway classification as proposed in the General Plan Amendment.

C. Plan Review, Update and Amendment

The General Plan is intended to be a dynamic and responsive document. As conditions change, so must the Plan. An annual review and update is suggested. Government Code Section 65400(b) requires an "annual report on the status of the plan and progress on its implementation." This would bring relevant components and data, up-to-date. It would also ensure that all policies remain internally consistent, that they are supported by data and that they are coordinated with the various implementation mechanisms, including the Capital Improvement Program (CIP).

The review would also examine or monitor progress made during the previous year, determining whether it is in conformance with stated goals and whether the Environmental Impact Report is still valid.

Requests for amendments to the General Plan text or maps are reviewed by both the Planning Commission and the City Council at public hearings in order to ensure a compatible and consistent General Plan document. Any proposed change in the Land Use maps must be consistent with the criteria and conditions of the text.

Processing of Amendments

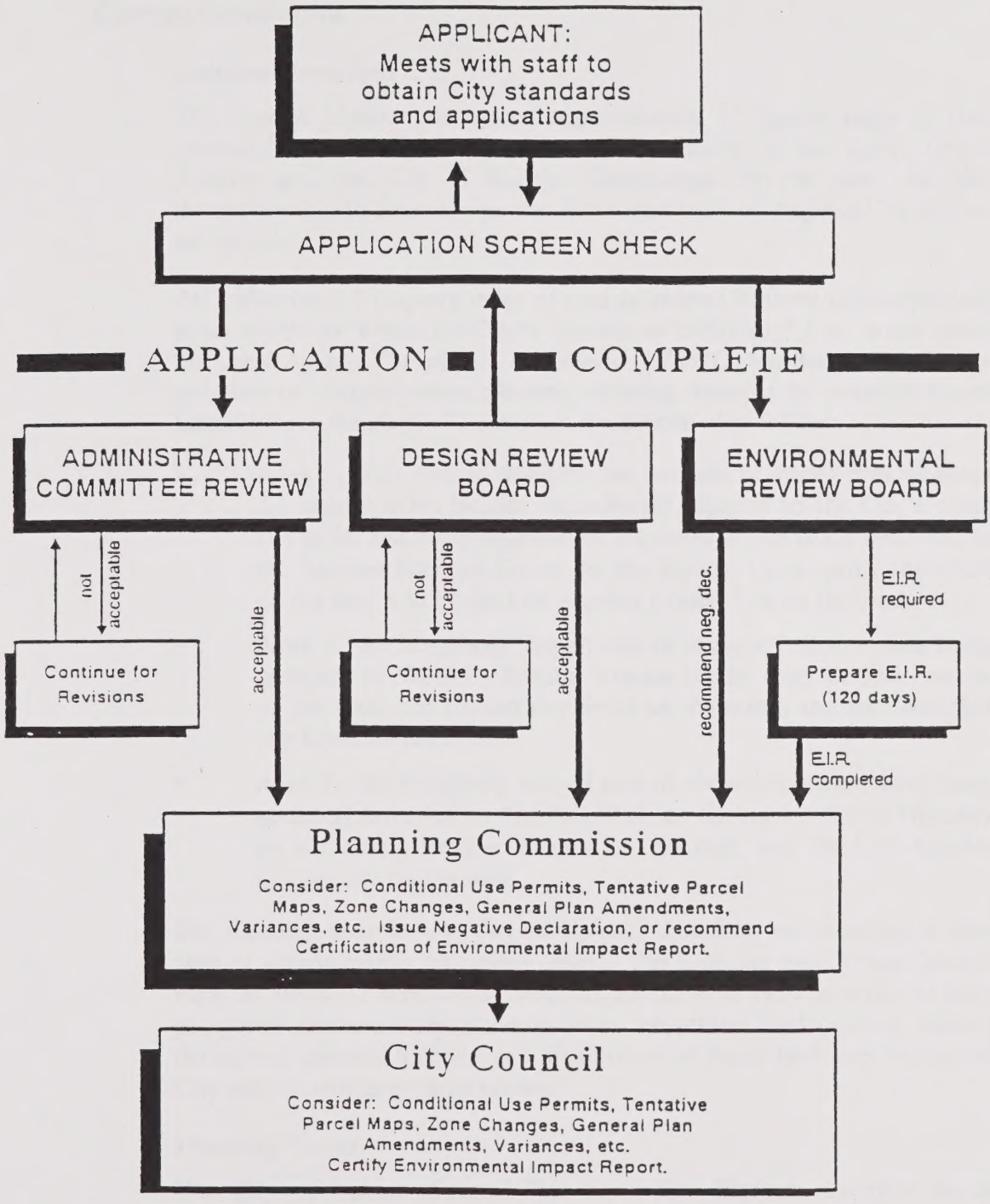
General Plan amendment requests will be processed in accordance with State Planning Law, CEQA and the Upland Municipal Code. All applications shall be reviewed by the Planning Commission prior to action by the City Council.

D. Project Review and Land Use Decisions

The goals, strategies, and standards contained in the Land Use Element call for a high level of architectural and site design performance in the City of Upland. To this end, it is required that the project applicant meet with City staff prior to filing an application. The City staff is responsible for explaining to the applicant the design goals, strategies, and standards of the General Plan and how they are interpreted by the City. Specific visual examples of projects which meet these requirements should be presented to the project applicant. This will allow the City to be pro-active in the development review process.

Following the initial development application briefing meeting, the project applicant prepares a "screencheck" application for a preliminary review by the Planning Staff. The screencheck application is reviewed by the City staff for conformance with the City's General Plan and other policy documents. The City's development review process is outlined on the following flow chart (Figure 2).

Figure 2
Development Review Process


APPLICANT:
Meets with staff to obtain City standards and applications
APPLICATION SCREEN CHECK
APPLICATION
COMPLETE
ADMINISTRATIVE COMMITTEE REVIEW
DESIGN REVIEW BOARD
ENVIRONMENTAL REVIEW BOARD
not acceptable
Continue for Revisions
acceptable
not acceptable
Continue for Revisions
acceptable
recommend neg. dec.
E.I.R. required
Prepare E.I.R. (120 days)
E.I.R. completed
Planning Commission
Consider: Conditional Use Permits, Tentative Parcel Maps, Zone Changes, General Plan Amendments, Variances, etc. Issue Negative Declaration, or recommend Certification of Environmental Impact Report.
City Council
Consider: Conditional Use Permits, Tentative Parcel Maps, Zone Changes, General Plan Amendments, Variances, etc.
Certify Environmental Impact Report.

LAND USE ELEMENT

A. Introduction and Background

Current Conditions

Existing Conditions

The City of Upland consists of approximately 15 square miles of land generally bounded by the San Gabriel Mountains on the north, Grove Avenue and the City of Rancho Cucamonga on the east, the San Bernardino (I-10) Freeway on the south, and the Los Angeles County line on the west.

An additional 2.75 square miles of land is located in three unincorporated areas which are within the City's "Sphere of Influence;" (i.e., areas which the Local Agency Formation Commission [LAFCO] has designated, for the purposes of comprehensive planning, as being reserved for potential future annexation to the City). These areas are described as follows:

- **Area 1:** San Antonio Heights: an irregularly shaped area of about 2.1 square miles located immediately adjacent to the City's north city limits and being bounded on the north by the south boundary of the Angeles National Forest, by the Rancho Cucamonga city limits on the east, and by the Los Angeles County line on the west.
- **Area 2:** An irregularly shaped area of about .07 square miles being generally bounded by Benson Avenue on the east, Central Avenue on the west, the Upland city limits on the north, and the Montclair city limits on the south.
- **Area 3:** An irregularly shaped area of about .58 square miles being generally bounded by Foothill Blvd. on the north, Arrow Highway on the south, Benson Avenue on the east, and the Los Angeles County line on the west.

The planning area for the City of Upland, therefore, encompasses a total area of approximately 18 square miles. The land use map of the General Plan; as amended periodically since its adoption in 1953 in order to keep pace with contemporary planning goals, objectives, and policies; depicts the current planned location and distribution of major land uses within the City and its unincorporated sphere.

Planning Terms

The City of Upland General Plan Land Use Element describes broad categories of "land use." A General Plan designation refers to the broad category of land use planned or designated for areas throughout the City.

EXHIBIT 2
Existing Land Use

Land Use Category, Used in Survey	*General Plan Designation in Land Use Element (Equivalent Category)*	*Number of Acres (from Parcel Map)*	*% of Total Land Surveyed*
Vacant Land/Non-Taxed	Varies	2,236.77	28.44
Single-Family Residential	Low-density Residential (LDR: 4-6 du/ac)	3,384.5	43.05
Single-Family Residential with 2nd Unit	Low-density Residential (LDR: 4-6 du/ac)	43.42	.55
Duplex/Triplex Residential	Low-density Residential (LDR: 4-6 du/ac)	16.19	.02
Multi-Family Residential (4-6 DU)	Low-density Residential (LDR: 4-6 du/ac)	51.72	.65
Multi-Family Residential (6+ DU)	Medium-Density Residential (MDR: 7-12, 7-20, 7-30 du/ac)	295.53	3.75
Condominium	Low-/Medium-Density DU Residential	170.84	2.17
Mobile Home Park	Medium-Density Residential	62.32	.79
Small Office	Commercial and Professional	157.03	1.99
Medium Office	Commercial and Professional	.27	
Large Office	Commercial and Professional	-0-	-0-
Retail	Commercial and Professional	355.82	4.52
Parking	Highway Related	9.82	.12
Hospital	Special Land Uses	2.82	.0003
Light Industrial	Light Industry	817.83	10.40
Heavy Industrial (includes Flood Control and Easements)	Heavy (general) Industry or Public Facilities for Flood Control and Easements	4.55	.0005
Public	Public Facilities	9.43	.11
Church	Public Facilities	73.94	.94
Airport		71.29	.90
TOTAL LAND IN SURVEY:		7,476.82	98.40

Some land parcels are not used for the planned purposes as described in the "land use category" within the General Plan. To avoid confusion, in this document the term "existing land use" will refer to the actual use of a parcel whereas the term "General Plan designation" will refer to the planned "land use category" as shown on the General Plan Land Use Map.

In contrast, zoning refers to particular land uses which are legally permitted or prohibited on any given parcel of land. Zoning is the method the City uses to control land uses in accordance with planned goals and policies. In some instances, a particular parcel will have been planned for one category of land use by its General Plan designation, but zoned to a category which is in conflict. This situation is inconsistent and may be corrected by changing either the General Plan land use designation, which requires an amendment to the General Plan, or the zoning, which requires a zone change. An analysis of conflicts that will occur between General Plan designations and zoning is included.

An additional type of conflict in land use occurs when a parcel is used for a purpose that is non-conforming. A non-conforming use refers to a situation where the existing land use is prohibited by the current zoning for that parcel.

Existing General Plan Designations

The Upland General Plan Land Use Map shows the geographic distribution of various planned land uses in the City. The Alternatives Map shows the current distribution of General Plan designations for Upland. The Upland General Plan Land Use Summary (See Exhibit 1) provides a summary of information about the existing General Plan designations. The Upland Land Use Element discusses the percentage of each category that has been allocated to each designation.

The northern quadrants are designated primarily as low-density residential, in keeping with the more steeply sloping terrain (northward toward the San Gabriel Mountains). Low residential densities are encouraged in the north portions of the City in order to minimize the impacts on the physical infrastructure (such as municipal water, sewer, storm water disposal, and circulation systems). Generally, it is more difficult and costly to construct infrastructure in a hillside environment. The southern areas of the City, in contrast, have been planned to accommodate higher densities of residential uses where infrastructure costs would be the least expensive.

Residential land uses are the largest category of land uses currently planned for the City. This includes 55.5 percent of total land area, or about 4,253.81 acres. Categories of residential uses are based on the density of families or dwelling units permitted on each net acre of land. There are 3,727.68 acres (48.1 percent) designated for single-family residences and

526.13 acres (7.4 percent) for multi-family residences. The predominant residential land use in the City is for low-density, single-family residential. The General Plan also includes 143.29 acres (1.8 percent) for a mid-density, small-lot single-family designation and 112.70 acres (1.5 percent) with a single-family residential mobile home park designation.

The next largest distribution of general plan designation is for commercial uses, which makes up a total of 544.75 acres in the various categories. This represents a total of 7.1 percent of land use. Industrial uses account for 268.33 acres in the City, or 3.5 percent of land uses.

The City has allocated 2,096.35 acres (28.3 percent) to special uses that include the Lakes Specific Plan and the Upland Country Club (624.98); the hospital (21.13 acres); Cable Airport and the proposed Route 30 Freeway reserved right-of-way (99.98). The land use table shows that 696.88 acres (9%) are allocated to public facilities which include government buildings, schools, parks, open space and flood control.

The City also includes 1,511.52 acres of unincorporated area within its Sphere of Influence. San Antonio Heights is comprised of 990.22 acres of low-density single-family uses, 3.99 acres of neighborhood commercial, and 147 acres of open space uses. The areas located on the western boundary of the City (369.95 acres) are designated for special uses including commercial/industrial mixed use and institutional uses. These are currently designated as specific plan overlay areas.

Existing Land Use

The County of San Bernardino Mapping Division has completed a land use survey of the County on a parcel-by-parcel basis. The land uses were characterized based on the County's land use code categories.

Some allowances need to be made for differences in land use categories and methodology for digitizing the parcel information. The summary of information on existing land use is shown on the Upland General Plan Land Use Summary. (See Exhibit 2.)

According to the data collected, most of the land in the City is used for residential uses (3,427.92 acres, or 43.05 percent of the land surveyed). The next largest category of land included vacant or non-taxed land (2,236.77 acres, or 28.44 percent of the land in the City). This category includes public owned properties, open space land, flood control, water recharge areas, and mineral resource areas. Industrial uses comprise 822.38 acres (10.40 percent); 817.83 acres are committed to light industrial uses, and 4.55 acres are occupied by heavy industrial uses.

Office and retail uses are currently located on 513.12 acres of land (6.51 percent). These uses include small office (157.03 acres, or 1.99 percent), medium office (.27 acres), and retail uses (355.83 acres, or 4.52 percent). The City has 71 acres of land (.90 percent) committed to airport uses. The balance of the land surveyed includes parking (9.82 acres), and special and public facilities including San Antonio Community Hospital, churches, and public owned buildings.

B. Determinants of Land Use Issues

Discussion of Issue Topics and Conclusions

Proposed land uses have been generated in response to a number of issues which relate to existing land use, circulation, and economic factors. The current single-/multi-family residential density trends and economic development potential of existing commercial and industrial uses serve as a foundation for the synthesis of land uses as proposed in this element. The issues addressed in formulating the land use plan involve a two-tiered approach. Base level analysis of existing conditions and development trends, current land use patterns, infrastructure capacity, environmental issues, fixed physical assets (roadways, rail rights-of-way, flood control channels) and opportunities and constraints determine base factors which have influenced the location, design, and extent of land uses in the community. The second-tier analysis involves an issue related approach to address the substantive land use and circulation questions specific to the City, which includes the following issues:

Neighborhood Protection

The issue addresses protection of desirable residential environments in the existing single-family areas of the City. In some areas, neighborhoods are declining and structures are characterized by poor physical condition. The effect of the distress, if not addressed, is to spread to an ever widening circle. The desire to preserve the historic character of the City is in conflict with the increasing deterioration of neighborhoods due to lax property management and practices.

The future viability and stability of residential areas in the City depends on effectiveness of measures taken to ensure compatible development, to encourage housing rehabilitation and eliminate blight, and to preserve existing desirable housing stock and historic structures. A number of these measures are incorporated into the formulation of the Land Use Plan and Map, including:

- Maintaining stable single-family neighborhoods through low-density designation.

- Revising current single-family density designations to six designations which clearly show how they should be used. Designations include 0-4 du/ac, 4-6 du/ac, 7-10 du/ac, and 8-14 du/ac Mobile Home Park, which clarifies how they should be interpreted in single-family residential areas.
- Locating medium-density land use designations in areas currently characterized by predominantly multi-family housing.
- Revising current medium-density land use designations to designations which include 7-12 condominium and 12-20 condominium; and 7-12 du/ac and 12-20 du/ac which clarifies how they should be interpreted in medium-density residential areas.
- Applying an historic overlay district designation in areas containing concentrations of historically significant structures.

Additional Housing Opportunities

The predominant neighborhood character of low-density, single-family homes and duplexes in the City has been impacted by the changing character of higher-density areas, the changing demographics of residents, the lack of zoning controls, a high degree of deferred property maintenance, and property owners who increasingly tend to be absentee landlords and speculators. The area of the City located south of 13th Street has also become a source of lower-cost housing within the City.

One community interest group favors the balance of the single-family character which currently exists. Another interest group in the community favors the increase of multi-family housing and other high-density residential development. Tensions between property owners and developers who want to maintain the existing stock of increased densities and other residents who wish to minimize additional multi-family development have surfaced.

Strategies which will result in sufficient residential uses for residents located in areas which are already predominantly multi-family are proposed. Implementation measures which separate such multi-family uses from stable residential and historically sensitive areas are incorporated in the implementation section.

The General Plan Amendment is a means to establish a specific housing policy direction for the area. Legally, the General Plan must provide the strategy for the provision of adequate and affordable housing for all economic population levels. The rehabilitation and preservation of existing affordable housing is important for the economic and social health of the City and for its ability to meet future housing needs.

The General Plan shall promote a strategy of overall community stability through land use designations and recommended goals and strategies.

Historic Preservation

The area south of Foothill Boulevard is one of the oldest residential and commercial areas in the City of Upland, providing a variety of housing types and building styles.

These residential neighborhoods contain a number of historically significant homes. The character and appeal of some of these neighborhoods is declining due to deferred maintenance or severely altered architectural style.

The preservation of historic resources will serve the interest of many factors of the community. An effective historic preservation program can contribute to a culturally richer community in the City. Through the preservation, rehabilitation, use, and reuse of culturally significant buildings, sites, and districts throughout the City, as established in Upland, residents can participate in the perpetuation of the City's heritage.

The implementation of historic preservation measures has the potential to strengthen economic vitality within the City through the general increase in property values, the stimulation of related investments in new construction and infill, and the increased tax revenues from property and sales tax.

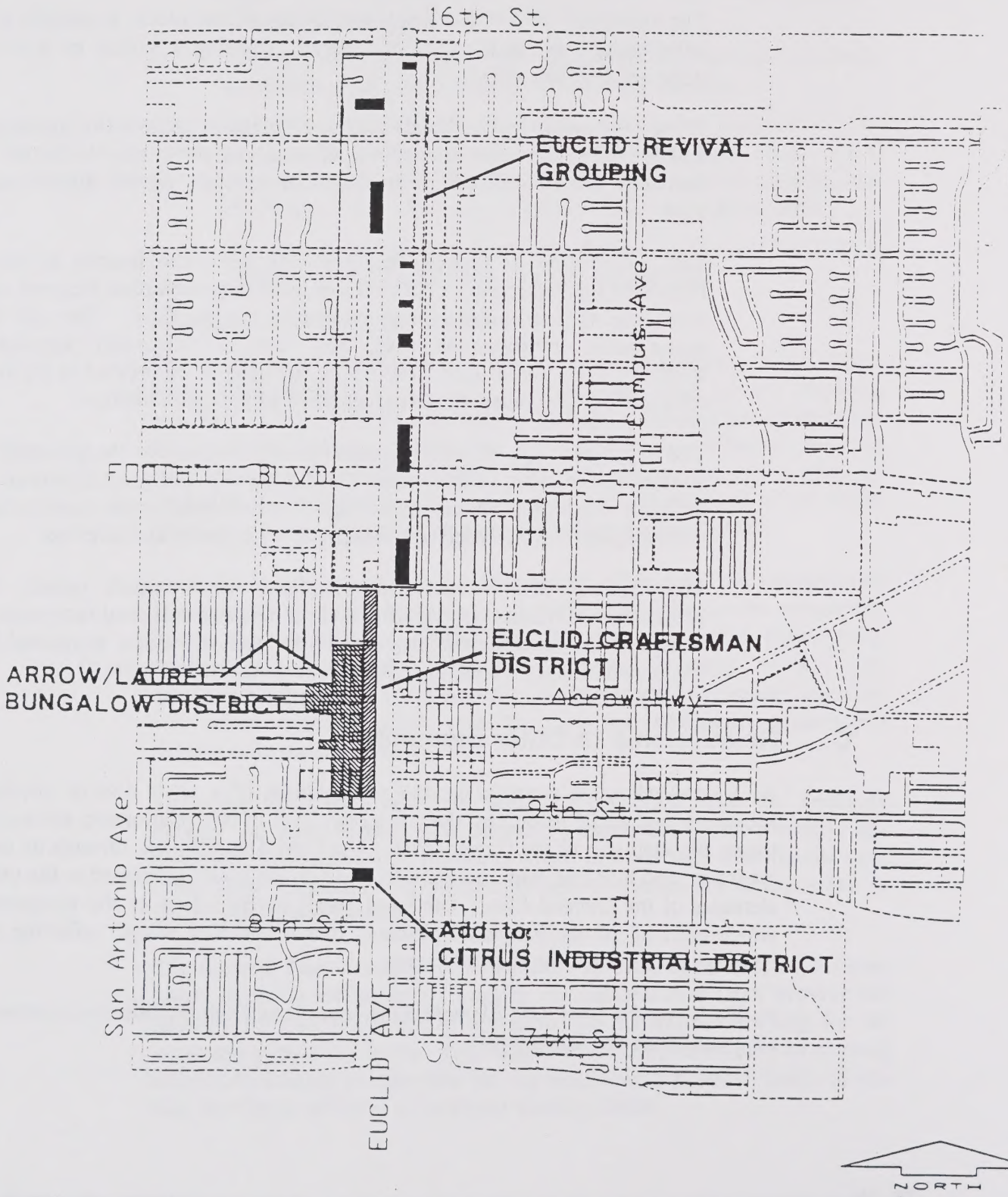
This General Plan Amendment establishes goals which uphold the preservation of historically significant structures and areas and recommends a number of development process actions and strategies, supported by implementation measures, to achieve these goals. (See Figure 3)

C. Relationship to Other Elements

As a comprehensive strategy for the management of a city's diverse physical, economic, and social resources, there is a high level of interrelationship among the topics and elements of the General Plan. The Land Use Element, through its text, diagrams, and land use map, incorporates most of the issues addressed in the other elements of the General Plan. The Land Use Element serves as the component which pulls all of the individual elements into a cohesive whole, reflecting the issues as presented in the other elements.

In this sense, the Land Use Element Amendment and Map provide the framework for establishing the City's future.

Figure 3
Upland General Plan Historic Districts



D. Land Use and Zoning Inconsistencies

The Land Use Map of the General Plan and the City Zoning Map are two district regulatory mechanisms. Although the two maps both depict location, density, and acreage requirements for each of the major urban land use categories; differences exist between the two maps.

The Land Use Map relates the Plan's policies and actions to general areas and locations in Upland. The Land Use Map is a graphic representation of the distribution of land use districts as forecasted to exist at a projected build-out period according to policies set forth in the General Plan.

The zoning map is a regulatory mechanism which dictates specific and immediate control of land uses and identifies distinct uses permitted within each zone. The zoning map depicts a specific location for each classification of land use and establishes space requirements and development standards applicable to each zone.

The land use map, which is general and conceptual in nature, is intended to serve as a guide to future growth management and the "vision" of the City. In contrast, the zoning map is intended to serve as an implementing tool of the General Plan.

State law, by its requirement "that zoning be in conformance with the General Plan," formally recognizes that the City's overall planning goals, objectives, and policies presented in the General Plan cannot be attained unless the regulatory mechanisms which establish specific development standards and restrictions for the location, distribution, scheduling, and maintenance of land uses also lead to their attainment.

There are areas within the City where current zoning will not result in land uses designated under the General Plan. The current zoning designations, in these instances, permit more intensive use of the land and increased residential density.

Under the Land Use Concept, areas will be created where the current zoning will not reflect the General Plan land use designations. A new residential General Plan designation: Single-Family Mobile Home Park; two commercial/industrial designations: Regional Commercial and Industrial/Artist Loft; and three zones regulated by a specific plan overlay provision: Institutional/Institutional(SP), Residential/Commercial (SP), and Commercial/Industrial (SP) are created under the Land Use Element. When the General Plan amendment is adopted, current zoning will not be consistent with these new land use districts, and the role of zoning as an implementing tool of the General Plan will not be achieved. As the General Plan is not the regulatory document to make changes in the Zoning Code, it is recommended that, in accordance with State Law, a consistency zone change program commence within a specified period of time to rezone the temporary inconsistencies resulting from the General Plan amendment.

E. Interpreting the Map

The graphics of the General Plan Map must be consistent in the interpretation of the Plan's policies and actions to specific areas and locations within the City. The General Plan Map depicts parcel-specific land use districts developed through digitized mapping techniques. The land use map, along with the text, contains the types and intensities of land use, densities, and the conditions under which the uses are allowed.

The outlines of the land use areas are generally precise and definite. A straight definite line which is conterminous with the edge of a defined physical boundary such as a street, easement, channel, railroad right-of-way, parcel lot line, or other fixed and observable line indicates a definite boundary for the land use designations. Roads, alleys, and other accesses are contained within the adjacent land use category for purposes of mapping clarity. Existing public facilities such as schools, parks, and civic center facilities are shown on the General Plan Map as individual, separate land use designations. Proposed public facilities are indicated by the appropriate land use designation mapping category, as identified in the map legend.

F. Land Use Categories

The Land Use Element presents a mix of land uses which achieves the basic Land Use Element goals and strategies of preserving the integrity of the residential character of the community while providing opportunity for neighborhood commercial uses. The plan promotes single-family residential opportunities by modifying land uses in neighborhoods and converting mobile home parks to a new Single-Family Mobile Home Park 8-14 du/ac designation. Residential neighborhoods which have experienced a transition to higher-density neighborhoods are identified for medium-density multi-family residential uses. The development intensity of selected medium-density residential areas has been reduced through assignment of the medium-density 12-20 du/ac designation.

The unincorporated area located to the north of the City in Upland's Sphere of Influence remains classified as low-density, single-family residential (*0-3 du/ac*).

The Institutional/Institutional (SP) and Commercial/Industrial (SP) designations are proposed for the western section of the City to encourage economic development activities as well as to expand the job base. The uses are designated with a specific plan overlay provision to maximize the potential for master planned development. An Industrial/Artist Loft mixed-use area has been added to promote artist/craftsman activities in the industrial parks.

Overall, the Land Use Element increases compatibility between land uses throughout the City. The Land Use Element, as shown on the General Plan is comprised of six (6) major categories: Residential, Commercial, Industrial, Public

Facilities, and Special Land Uses. All these categories are further divided according to more specific intensity information. The various land use categories used within the City are as follows:

Residential

Low- and medium-density residential land uses are expressed in terms of the number of families or dwelling units (DU) which are permitted on each acre of land as follows:

- *Single-family Residential 0-2, 0-3, 0-4, and 4-6 du/ac*
- *Single-Family Residential 7-10 du/ac*
- *Single-family Mobile Home Park 8-14 du/ac*
- *Multi-Family Condominium 7-12 du/ac and 12-20 du/ac*
- *Multi-Family Residential 7-12 du/ac and 12-20 du/ac*

Commercial/Office

Highway Commercial

Those commercial uses that are conducive to highway uses for frontage or efficiency reasons, and those uses that are too intensive to consider for neighborhoods.

Neighborhood Shopping Center

Those commercial uses that provide convenient shopping facilities for neighborhoods. These centers are generally sensitive to neighborhood concerns.

Commercial and Professional

These areas are preserved for the development of professional and administrative offices and related uses.

Central Trading Area

This designation identifies the historic central business district of Upland (Town Center). The area is intended to recognize the importance of the district and the unique character of the area and to encourage the preservation, enhancement, and revitalization of the area as a historic central business district. In addition to commercial types of uses, this designation allows for a limited amount of residential uses in low to medium densities. The uses are meant to mix together to create a vital historic community.

Office Only

This designation is specifically aimed at office use, and intends to limit the type of use to professional offices. The limitation would inhibit commercial uses that may not necessarily serve an office purpose. The main intent is to concentrate the areas that are designated for professional uses and therefore reduce the related impacts such as traffic.

Institutional/Institutional (SP)

This land use designation is intended to facilitate expansion and development of a range of institutional uses including religious or education centers, specialized housing such as senior and student housing, sports facilities or fields, libraries, classrooms, and student centers. The Specific Plan Overlay designation is applied to encourage a comprehensive planning effort.

Residential/Commercial (SP)

This designation is applied to the San Antonio Lakes Specific Plan Area and is intended to facilitate the development of high quality residential, commercial, and open space uses.

Commercial/Industrial Mixed Use (SP)

This designation will accommodate a variety of industrial and regional retail uses and will support commercial activities to satisfy a range of shopping needs for residents of the community. It is also intended to encourage development of business in the City and to maximize the potential for job generation. Uses permitted under this category include commercial and industrial. Industrial uses would include: limited general industrial, manufacturing, assembly, warehousing, multi-tenant industrial, research and development, and airport-related uses. Commercial activities include: retail commercial and durable sales goods, tourist-related commercial, entertainment, recreational uses, administrative and professional offices, commercial activities, business support services, food establishments, and child care. Other uses would include: public facilities and institutional uses. The Specific Plan Overlay provision will apply to all parcels five acres and larger in size.

Transit Commercial

This designation identifies two areas: one is located immediately adjacent to the Central Trading Area and the Atchison Topeka and Santa Fe Railroad lines; and the second area is located between Euclid Avenue and Third Avenue along the Southern Pacific Railroad right-of-way. These areas are suitable locations for some type of commuter rail use. The intent is to preserve the land for commercial uses that support a transit station.

Light Industrial

These areas are appropriate for limited industrial operations such as research and development, processing, assembly, and/or storage of products and, in some instances, limited retail "on-sale" of such projects.

Industrial/Artist Loft

This designation is intended to facilitate the adaptive reuse of otherwise obsolete structures and to promote the growth of arts and crafts in the community. Older industrial buildings located on properties with non-residential land use designations may be converted into combined studio/workshop and living quarters for artists, artisans, and crafts persons engaged in activities commonly considered artistic in nature. This policy applies equally to new construction. The residential aspect of this use will be allowed only in combination with the individual studio or workshop space of the residents and is intended to provide an integrated working/living environment. Other uses such as galleries, restaurants, and the like, may be incorporated as deemed appropriate.

Public Facilities

This area is comprised of the Civic Center complex, schools, city and neighborhood parks, flood control channels, and reservoir uses.

Special Land Uses

These are areas located throughout the City with special characteristics such as scenic corridors; density bonus areas; or privately owned but publicly used (quasi-public) facilities such as an airport, hospitals, churches, golf courses, and electrical transmission lines.

G. Goals and Strategies

Goals and Strategies are intended to reinforce neighborhoods throughout the City to enable Upland to continue to function as a viable residential community and, at the same time, provide the mix of uses which ensures a high quality of life for residents.

In earlier years, the neighborhoods south of Foothill Boulevard were the foremost residential areas in Upland, providing housing of various types. Developments of the neighborhood in the northern part of the City became known for high-quality residential development; primarily large-lot, single-family properties. As other areas of the City developed, southern sections of the City began to recycle to higher-density residential uses. Over the years, some of the single-family structures have gradually declined as demographic composition changed, development regulation and zoning enforcement became lax, use designations conflicted, and deferred maintenance became more prevalent. Non-residential land use viability has also declined in these areas over the years. The land use strategies

of this plan are directed at the provision of opportunities to reinforce the low-density residential character of the area. The strategies are also directed at the recapturing of opportunities for commercial and industrial development and employment-generating uses which will attract revenue uses and attract small to midsize industrial uses.

Overall objectives of this Land Use Element include:

- Preserve and enhance single-family residential opportunities.
- Right-size the density/ intensity of multi-family residential areas to assure an adequate supply of single and medium-density housing city wide.
- Ensure that the quality of the existing mixed-use development is maintained throughout the City.
- Cluster office development to maximize architectural, site planning and streetscape design potential.
- Enhance and revitalize the older commercial and industrial areas in the City.
- Condense and recycle industrial areas in the western portion of the City to more compatible land use designations.
- Maintain neighborhood commercial support for the residential population.
- Improve the quality of site development and construction.
- Implement historic preservation strategies to help reinforce cultural resources, identity, and opportunities in the community.
- Increase compatibility between residential land uses and their abutting commercial and industrial uses.
- Promote the creation of professional and skilled employment in the City.

The following goals and strategies were chosen for this Upland General Plan Amendment.

ISSUE ONE

HOW CAN A DESIRABLE RESIDENTIAL ENVIRONMENT BE PROTECTED IN EXISTING SINGLE-FAMILY AREAS?

Goal 1A

Preserve and maintain the predominantly low-density residential character of the community.

Strategies

Designate land currently developed with a stable, low-density residential use for continued low-density residential uses, unless conversion to another use is provided for by the strategies of this plan.

Ensure that the type and quality of housing adjacent to existing low-density residential development is compatible and provides reasonable continuity with the existing uses through the establishment of land use designations.

Permit the development of single-family residential units designated for a minimum of 3,727.68 acres within the City.

Develop "neighborhood plans" to establish improvement programs and to control the development of land uses which may adversely impact the character of low-density residential neighborhoods. (Refer to Goal 1D.)

Redesignate permitted General Plan residential densities for selected areas with the creation of the Single-Family Mobile Home Park Zone 8 to 14 du/ac (112.70 acres) land use designation and the balancing of mixed-density use areas with low-density designations.

Restrict single-family uses from non-residential zoning districts.

Goal 1B

Guide the orderly development of older residential areas where preservation and enhancement of the existing housing stock is desirable and economically feasible.

Strategies

Improve the visual quality of individual neighborhoods through a city-wide program of beautification.

Apply an historic overlay district designation in areas containing a concentration of historically significant structures.

Establish an ongoing design review process with specific design criteria to guide compatible development within historic districts.

Goal 1C

Create cohesive neighborhoods with compatible land use patterns.

Strategies

Allocate medium-density land use designations to areas currently characterized by predominantly multi-family housing.

Maintain the existing mixed-use character of the City through establishment of a non-conforming use provision in the zoning regulations.

Revise low- and medium-density land use designations to clarify the manner in which they are to be interpreted in mixed use areas.

Establish guidelines for low and medium-density development in selected mixed use neighborhoods.

Encourage maintenance and repair of multi-family units in single-family zones throughout the City that is consistent with established guidelines for medium-density development.

Protect multi-family housing units at lower intensities by redesignating high-density residential areas to a medium-density residential designation of 12-20 du/ac.

Revise development standards to minimize adverse impacts on adjacent single-family uses in zoning districts consistent with medium-density land use designations.

Designate appropriate areas to meet the demand for diverse types of housing, with properly related amenities and facilities.

Establish an ongoing design review process with specific design criteria to guide compatible development within mixed density residential areas.

Multi-family residential projects should, through the application of state-of-the-art site planning techniques, provide an efficient, desirable residential environment for inhabitants of the project and enrich the visual quality of the City.

Goal 1D

Eliminate blight and declining physical conditions in study area.

Strategies

Develop "neighborhood plans" to put into motion improvement strategies consistent with the objective to create a desirable residential character in the City. Such plans could include:

- Code enforcement programs to increase the standard of property maintenance.
- Housing rehabilitation and neighborhood improvement programs financed through the Community Development Block Grant Program (CDBG).

Create historic districts, incentives for historic preservation, or conservation zones.

Maintain and enhance planning review procedures to ensure the continued functional and aesthetic consistency of development with community, environmental, social, cultural, and economic goals and strategies.

Goal 1E

Promote neighborhood pride and identity through supportive planning programs.

Strategies

Establish a neighborhood organization to assist in the development, promotion, and implementation of the neighborhood plan(s).

Develop citizen awareness programs and provide of educational material for housing rehabilitation incentives and governmental support in historical districts.

ISSUE TWO

WHAT PROGRAMS AND/OR REGULATIONS COULD BE IMPLEMENTED TO HELP THE CITY OF UPLAND ACHIEVE ADDITIONAL HOUSING IN THE CITY?

Goal 2A

Provide a healthy, affordable, and desirable living environment through the application of space and occupancy standards and acceptable planning and development principles.

Strategies

Stabilize existing single-family neighborhoods and prevent increased densification of mixed-residential areas through land use classifications that promote overall community stability.

Conduct a windshield review of different neighborhoods to establish target areas for home improvement programs for which the City can provide information and guidance.

Permit a range of residential unit types and densities to establish low-density areas to be preserved, mixed-use areas to be protected, low- and medium-density housing opportunities, areas needing stabilization, and areas which could benefit from recycling. Such a range includes:

- *Single-family Residential 0-4 du/ac*
- *Single-family Residential 4-6 du/ac*
- *Single-family 7-10 du/ac*
- *Single-family Mobile Home Park 8-14 du/ac*
- *Multi-Family Condominium 7-12 du/ac*
- *Multi-Family Condominium 12/20 du/ac*
- *Multi-Family 7-12 du/ac*
- *Multi-Family 12-20 du/ac*

Accommodate land use changes in accordance with the Land Use Map for the City.

Rezone areas where there is an inconsistency between the Zoning Code and the Land Use Element Map. Require that all development in each General Plan land use classification adhere to the revised requirements and standards.

Enforce property maintenance through an aggressive code enforcement program.

Seek alternative funding sources for housing rehabilitation and neighborhood improvement programs.

Provide incentives and assistance for historic preservation of existing structures in target areas.

Consider a seismic retrofit ordinance as well as a seismic bond financing program for City homeowners.

Goal 2B

Ensure continuing opportunities for broad citizen involvement in the land use decision-making process.

Strategy

Establish self-help plans or programs that neighborhood organizations can develop and implement on a consistent and continual basis.

ISSUE THREE

WHAT MEASURES CAN BE TAKEN TO ENSURE THAT UPLAND'S HISTORICALLY SIGNIFICANT RESOURCES ARE PROTECTED IN A MANNER THAT PRESERVES AND/OR ENHANCES THE RESOURCE'S INHERENT HISTORIC VALUE(S).

Goal 3A

Preserve, protect, and restore the site, structures, and districts which have architectural and historical significance for Upland while promoting community awareness and appreciation of the area's diverse cultural heritage.

Strategies

Complete a comprehensive survey of historic, architectural, and cultural resources within Upland's Sphere of Influence, coordinated by a person, or persons, qualified in historic preservation.

Compile and maintain an inventory of the City's Sphere of Influence's significant historic, architectural, and cultural resources.

Determine boundaries to historic preservation districts within the City.

Consider amending the City's preservation regulations to address Upland's Sphere of Influence by authorizing the City to designate any site, structure, district, area, or vegetation deemed to be of local historical, architectural, or cultural significance. Such an ordinance shall conform to State and Federal criteria for establishing a preservation ordinance.

Develop specific zoning regulations for districts designated as historically significant that protect the integrity of contributing buildings through specialized standards for building height, building placement, setbacks and landscaping.

Expand the Historic Preservation Overlay Zone (HPOZ) to the City's Sphere of Influence to protect and enhance the use of historic structures; areas which contain a historic character, but do not meet the criteria of a historic district; natural features, sites, and areas, and to develop and maintain the appropriate setting and environment to preserve historic resources.

Minimize permitted densities in areas identified as having adverse impacts on historic resources due to a density allowance that may encourage demolition or alteration of historic resources.

Identify potential historic districts utilizing survey data, established State and Federal guidelines, and City criteria for determining a district, which is defined as any area which contains a number of structures or natural features having a special character or special historical, cultural, architectural, archaeological, community or aesthetic value. The areas shown in the Land Use Element Map are the proposed historic districts for the City.

Goal 3B

Promote community appreciation for the history of the City and community involvement in its retention and preservation.

Strategies

Support the formation of neighborhood organizations which foster neighborhood conservation programs.

Cooperate with local historic preservation organizations doing preservation work and serve as liaison for such groups.

Promote community awareness of historic preservation through the City of Upland's elected officials as well as through local organizations.

Goal 3C

Protect and enhance historic, architectural, or cultural resources in commercial and redevelopment areas in a manner that will encourage revitalization and investment in these areas.

Strategies

Implement programs in the areas of tax relief and transfer of development rights as these apply to historic buildings and districts.

Consider the establishment of a program to relocate reusable older buildings from or into redevelopment projects as a means of historic preservation.

Utilize the Redevelopment Agency as a vehicle for preservation activity. The Agency is currently empowered to acquire, hold, restore, and resell buildings.

Require that an environmental review be conducted on demolition permit applications for buildings designated or potentially eligible for designation as historic structures, that the guidelines of the California Environmental Quality Act (CEQA) be followed in reviewing demolition requests for structures in the above two categories and prohibit demolition without a structural analysis of the structure's ability to be rehabilitated and/or relocated.

Allow public comment on demolition permit applications, to structures designated or potentially eligible for designation.

Goal 3D

Provide incentives to owners of historic resources to maintain and/or enhance their properties in a manner that will conserve the integrity of such resources in the best possible condition.

Strategies

Support the purchase of facade easements from private property owners; allow private nonprofit preservation groups to purchase facade easements. A historic easement would include any easement, restriction, covenant or condition running with the land designed to preserve or maintain the significant features of such landmarks or structures.

Provide technical advice to private property owners seeking to restore historically significant structures.

Seek the participation of the Redevelopment Agency and/or work with local lending institutions to provide appropriate financing for the rehabilitation and restoration of historically significant structures.

ISSUE FOUR

WHAT ARE THE AMOUNTS AND TYPES OF RETAIL, COMMERCIAL/INDUSTRIAL MIXED-USE (SP) OFFICE AND INDUSTRIAL BUSINESS PARK USES WHICH ARE FEASIBLE FOR DEVELOPMENT IN THE CITY?

Goal 4A

Provide for the continuation and development of sufficient land uses to serve the commercial, educational, recreational, industrial and social needs of existing residents and projected population growth.

Strategies

Formulate nonresidential development policies for target land use types within retail, office and light industrial uses.

Designate a minimum of 544.74 acres of land to accommodate regional commercial, office commercial, and other commercial uses which provide for the needs of residents and projected growth, designating these areas as:

- Highway Commercial
- Regional Commercial
- Commercial/Professional
- Office Only
- Transit Commercial
- Neighborhood Commercial
- Central Trading

Redesign industrial/commercial sites, or allow for adaptive reuse of industrial areas through redesignation of land use to regional commercial or industrial/commercial mixed use designation.

Provide for the development of Foothill Boulevard frontages for commercial use subject to development standards intended to control vehicular access and improve visual quality of the thoroughfare.

Consider the implementation of a variety of Redevelopment Agency incentives within the Foothill Corridor project area.

Goal 4B

Provide locations for development of integrated and attractive regional commercial centers with good access, adequate parking, and landscaping, which will efficiently and conveniently complement the business and service needs of the residents of the City.

Strategies

Redesignate 268.33 acres to industrial uses and 255.08 to mixed use Commercial/industrial uses throughout the City and the unincorporated sphere of influence area.

Ensure that proposed buildings, structures, landscaping, lighting, and signage are developed consistent with City guidelines that contribute to the image of the as a place of high quality and positive value.

Goal 4C

Ensure that nonresidential types of land use developed in the City complement and do not adversely affect the quality of life and health of Upland's residents and businesses.

Strategies

Control the development of industrial/commercial uses and related activities through land use designations.

Apply special standards for infrastructure provision and location, site planning and land use compatibility where tracts of land are subdivided specifically for industrial/commercial uses.

Segregate and/or buffer land uses having the potential for creation of substantial adverse environmental effects from land uses sensitive to such impacts.

Maintain suitable and adequate standards for landscaping, sign control, site and building design, parking and provision of appropriate utilities and public infrastructure.

Require that appropriate landscaped buffer space be provided when a project abuts a freeway. This requirement is applicable to both residential and non- residential land uses.

ISSUE FIVE

WHAT PROGRAMS AND POLICIES COULD BE INITIATED IN THE CITY WHICH WOULD AID IN THE REVITALIZATION OF COMMERCIAL AREAS IN UPLAND?

Goal 5A

Preserve and strengthen areas in the City committed to commercial uses.

Strategies

Prepare development plans and recommended programs, which are realistic, that will allow the existing commercial centers to meet competition from existing and future commercial centers.

- Encourage merchant sponsored promotional and special event programs for the commercial centers.
- Support the creation of merchants association's to promote publicity and special events.

Promote coordinated assemblage of several uses within a commercial complex to ensure dynamic Town Centers.

Consider creation of a bond financed seismic retrofit program designed to aid property owners in upgrading their buildings.

Identify opportunities for new infill structures.

- Encourage recycling in areas of extreme deterioration.
- Promote specific sites best suited for theme development.

ISSUE SIX

WHAT PROGRAMS AND/OR REGULATIONS COULD BE IMPLEMENTED TO REVITALIZE THE DECLINING INDUSTRIAL AREA IN THE CITY

Goal 6

Develop and maintain a development strategy for underutilized and declining industrial lands.

Strategies

Develop alternative development scenarios for industrial revitalization.

Rezone industrial areas better suited to artist loft, regional/commercial, or commercial/industrial mix use based on current development trends in the western portion of the City.

Develop urban design standards and recommendations to upgrade streetscape and facade treatments of industrial sites in existing industrial areas.

Consider establishment of a redevelopment project area to implement design recommendations, provide infrastructure improvements and provide for lot assemblage and property marketing.

Seek Community Development Block Grant funding for rehabilitation and property.

ISSUE SEVEN

WHAT ECONOMIC DEVELOPMENT PROGRAMS COULD BE IMPLEMENTED TO INCREASE THE CITY'S REVENUE BASE?

Goal 7

Promote an economic development strategy that includes approaches for broadening the City's economic base, creating residential employment opportunities and enhancing the City's tax base.

Strategies

Revitalize, recycle, and maintain existing uses and buildings and encourage new development which maintains the scale of the City's commercial corridors and industrial districts.

Deliver unique messages which define the character of the community as a quality experience; focus on the City as a desirable business location and select consistent, quality new development and re-use projects.

Increase the urban design quality in new developments and revitalization projects which achieve a higher visibility for the City and induce new economic activity.

Produce an annual "Economic Development State of the City Report", highlighting all aspects of City activity including economic and business trends.

Continue public and private partnerships to market the City such as the relationship between the City, the Upland Chamber of Commerce and Main Street Upland.

H. Implementation Programs

The following indicates the programs which shall be carried out by the City of Upland to implement the goals and strategies of the Land Use Element.

Revise the Zoning Ordinance

The principal method by which a city implements General Plan land use policy is the zoning ordinance. Policies and standards which prescribe the types of use permitted, their density/intensity, and development characteristics (design, property setbacks, etc.) are codified as precise requirements in the ordinance. The authority to zone is inherent in the police power delegated to cities by the

California Constitution. The zoning ordinance consists of two basic elements: (a) a map which delineates the boundaries of districts in which like uses developed at like standards are to be permitted and (b) text which explains the purpose of the zoning district, lists the permitted uses and those permitted under special conditions, and defines the standards for development (e.g., minimum lot size, density, height, setbacks, lot coverage, parking requirements, and so on).

On adoption of the Amended General Plan Land Use Element, it is recommended that the Upland Zoning Code be modified to be consistent with the Plan's land use designations and strategies.

- The zoning map will require revision to reflect the land use policy map.
- Existing zoning classifications will require revisions to reflect the General Plan's land use categories.
- Development for each land use district will require revision to reflect the policies and standards contained in the Plan. Generally, these include:

    1. Establishment of maximum floor area ratios (FAR's) to control development intensity of commercial and industrial sites.
    2. Review and reconciliation of permitted residential densities and lot areas.
    3. Establishment of maximum and minimum limits for the size of residential units.
    4. Review and revision of building height limitations.
    5. Review and revision of yard setbacks and height setbacks for land use compatibility.
    6 Review and establishment of requirements for buffers between differing sites.
    7. Revision of landscape standards.
    8. Establishment of standards to enhance the pedestrian character of streets in the commercial/industrial districts including the types of use, architectural design, and siting of structures at the ground floor elevation.
    9. Establishment of architectural design standards for all uses (e.g., bulk, mass, and facade articulation and planes).
    10. Establishment of design standards for the introduction of new residential structures in existing neighborhoods which preserves their scale and character.
    11. Upgrade of design and development standards for multi-family residential uses.

- New overlay zone and standards for historic preservation shall be established to restore and maintain areas which have unique physical character. The overlay zone normally will be in addition to the underlying standards established for the land use zone.

- Requirements shall be reviewed and upgraded, as necessary, to provide public infrastructure; including sidewalks, "parkway" and street frontage landscape, street improvements, electricity, natural gas, telecommunications, storm drainage, sewer, and water.

- Standards and conditions shall be established for the refinement and reconciliation of industrial, commercial and residential boundaries.

- Procedures, standards, and requirements shall be established for the consideration of development projects which are judged to significantly benefit the City and differ from the provisions of the zoning ordinance for density/intensity, and/or design.

Subdivision Regulations

Subdivision regulation is an exercise of the police power of a city authorized by the State to control the manner in which land is divided. Like the zoning ordinance, it must be consistent with the General Plan. It will be necessary to review the City's subdivision ordinance and amend it as necessary to reflect the land use goals, objectives, policies and standards. Specific concerns include the range of lot sizes permitted for each residential classification, site development standards, responsibility for linkage to and provision of public infrastructure (streets, utilities, storm drainage, etc.).

Building Code

The City shall continue use of the Building Code as a set of rules and regulations by which new construction, adaptive reuse, and renovation shall occur. The Code shall be updated, as necessary, to reflect pertinent changes in the Uniform Building Code and State legislation. At least once each three years, the City shall review and update it as necessary to reflect conditions which are unique to the City.

Architectural Design Review

The goals, strategies, and standards contained in the Land Use Element call for a high level of architectural and site design performance in the City of Upland. To this end, it is recommended that one or more professionals who are trained in architectural, landscape and/or urban design be retained on City staff at all times. This person or persons would be responsible for meeting with development applicants and to explain to them the design goals, objectives, policies, and standards of this plan and how they are interpreted by the City. Specific visual examples of projects which meet these requirements will be presented. This will enable the City to be pro-active in implementing the design review program for the

City. Annually, the City should review the effectiveness of this process in achieving the intended level and quality of design performance. If ineffective, additional design education and review procedures should be considered, which may include the establishment of an Architectural Review Commission.

General Plan Monitoring and Update

Revise and update all General Plan Elements at least once each five years. This should include (a) an update of baseline data, analyses, and issues to account for current conditions; (b) evaluation of the strategies and programs contained in this Plan amendment according to their effectiveness in achieving the Plan's goals and objectives; and (c) revision of the strategies and programs to increase their effectiveness in mitigating defined issues and achieving its goals and objectives. The Planning Commission shall report these findings to the Mayor and the City Council.

Economic Development

Effectuation of land use policies will necessitate a coordinated program of economic development. This may include the funding of a nonprofit corporation created by the City to attract new businesses and develop low and moderate income housing. It should also include "pro-active" steps by representatives of the Planning Commission, City Council, and City staff (planning, redevelopment, community development, etc.) to:

- Maintain and enhance existing key commercial uses, residential uses and light industrial uses.
- Attract new job and revenue generating uses.

Redevelopment

California, through the Community Redevelopment Law (Health and Safety Code Sections 33000 et. seq.), authorizes a city to undertake redevelopment projects to revitalize blighted areas. An adopted plan provides additional tools to a city to effectuate productive change. These include the use of tax increment (i.e., amount of additional tax revenue above a "frozen" base generated by increased property valuations resulting from new development in the project area), property acquisition, consolidation of small parcels, joint public/private partnerships, clearance of land and resale to developers, and relocation of tenants. Twenty percent of the tax increment, in most cases, is to be used to increase and improve the Community's supply of low and moderate income housing.

Redevelopment plans may be adopted with respect to areas in which the conditions of physical, economic, an/or social blight predominate. Redevelopment plans should be considered where conditions of physical and economic blight warrant, as in the Town Center.

Lot Consolidation Program

The City, in cooperation with the Redevelopment Agency and local property owners may develop a program for the consolidation of small lots into larger parcels of greater economic viability in the Town Center, in the 7th and 9th Streets study areas, and Foothill Boulevard. This should occur with specific short term development programs for these areas and developer participation.

Rehabilitation/Renovation Incentives

The City shall continue to expand programs of low interest loans and grants for the renovation, rehabilitation, and/or adaptive reuse of existing residential, commercial, and industrial structures. Additionally, the City shall establish educational programs to train property owners and tenants in renovation and rehabilitation construction techniques and provide technical assistance to low income individuals. The latter should include building surveys and improvement specifications by structural and mechanical engineers and architects and construction assistance by contractors. The City should solicit programs of voluntary participation by local architects, engineers, contractors, and construction workers.

Code Enforcement

Codes and ordinances of the City of Upland which implement the Land Use Element shall be enforced. Historically, this has been achieved by City staff responses to specific complaints. If a problem has been found on investigation, a demand for compliance has been issued. It is suggested that additional resources and personnel be allocated to periodic surveys of land use and building conditions and, where problems are found, code compliance be required.

Urban Design Improvements

The City shall provide for formulation of Urban Design Guidelines, define a funding program, and implement public space improvements for key activity areas and entry points to the City, as defined by the land use strategy. This will include street trees and landscape, street furniture, lighting, signage, sidewalk and special paving, and other pedestrian amenities. Locations for which plans should be prepared and improvements implemented include:

- City entries.
- Town Center.
- Major commercial/industrial corridors.
- Foothill Boulevard.
- Euclid Avenue.

Specific Plans

State Law (Government Code Section 63450) authorizes cities to adopt specific plans for implementing their general plans in designated areas. They are intended to provide more finite specification of the types of uses to be permitted, development standards (setbacks, heights, landscape, architecture, etc.), and circulation and infrastructure improvements. They are most often used to ensure that multiple property owners and developers adhere to a common development plan. They, usually, are not intended for single-owner and developer sites.

Specific Plans are initiated by the City or developers of large scale projects. Costs for City-initiated Specific Plans are, usually, reimbursed by pro-rata assignment of fees to developers applying for development permits in the Specific Plan area. To implement the land use policy, it is suggested that specific plans be considered for the following applications:

- Provide a mechanism for large scale multiple- parcel development projects within the densities and heights prescribed by land use policy, whose objective is to achieve a special purpose or character. Such may include plans for the Town Center, Ninth Street Historical District, and use of the industrial properties located along Ninth Street and in unincorporated areas.
- Provide a mechanism for the consideration of variation from the baseline permitted uses, densities/intensities, and development standards for "significant" regional or community uses.
- Provide a mechanism for the consolidation of adjoining commercially- and residentially- designated parcels into a single site wherein commercial and residential buildings are located in a unified development project, without regard for the designated commercial-residential boundary (similar to a "planned development") in locations specified by land use policy.
- Provide a mechanism for determining the appropriate type, character, density/intensity, and standards of development for the reuse of sites currently used for public or private institutions.

Establish a Historical Preservation Overlay Zone and Associated Activities

The City shall consider the revision of the Zoning Ordinance to include a Historic Preservation Overlay Zone that is designed to protect and enhance the setting and environment of significant sites, structures and districts in the City through specific requirements for setbacks, building placement, height, massing and architectural concept. The development and implementation of a Historic Preservation Overlay Zone may involve the following supplemental actions:

Review of the effect changes in zoning and amendments to the General Plan will have on historic preservation objectives, and, if warranted, revise the changes to

reflect the goals and strategies of the Historical Issue Analysis which may include down zoning in certain areas, particularly residential, to protect historical resources.

Revise the Zoning Ordinance to encourage adaptive reuse through a reinterpretation or changes to the Zoning Ordinance where it applies to new uses in older structures, provisions for addition or retention of additions to older structures, setback and parking requirements so as to foster the continued use of such older structures.

Adoption of specific criteria for determining significance of historic resources and development of a certification program for historic points of interest, site, structures and districts.

Develop and/or enhance design standards for new construction and landscaping to insure special measure are taken for site preservation of historically significant resources and compatibility of new with old. These standards are intended to encourage the following:

- Compatibility in building design, placement and scale with adjacent building of historical significance.
- Capability of existing character of building mass and setbacks so as to retain the streetscape.

Enact a program to provide incentives for preservation, restoration and rehabilitation of historic resources through the purchase of facade easements, waiver of fees, flexible building requirements, rehabilitation loans and grants, and technical advice by person(s) qualified in historic preservation, restoration techniques, and loans and grant programs.

Develop a historic handbook which describes historic structures, sites, and districts, and provides information on building research and appreciation, and sets forth guidelines for rehabilitation.

Establishment of historic districts that meet City criteria as determined by the resources inventory and described by the implementation of an overlay zone.

It is recommended that the Planning Department and other appropriate departments and agencies coordinate their activities regarding historic preservation, and establish policies and programs that are designed to preserve, protect and restore historic sites, structures and districts. City agencies shall review their current policies and programs for their impact on preservation and revise such programs so as to not cause any adverse impacts on historic resources.

It is recommended that the City:

- Work with the local lending institutions in developing a financing program or other programs to provide financial assistance benefiting owners of

historic resources who can prove a need for financial assistance in connection with historic preservation.

PLAN ALTERNATIVES

1. Existing General Plan
2. Neighborhood Conservation
3. Increased Economic Development
4. Community Land Use I
5. Community Land Use II

The proposed General Plan Land Use concept evolved through a community involvement program. A series of three meetings were held to identify community issues and develop land use alternatives that would respond to those concerns that were identified as a top priority of Upland residents.

A. Guiding Assumptions

To identify the General Plan policies that will direct the future development pattern and mix of Upland's land uses, six underlying assumptions about the future of Upland were agreed on by the community through a community consensus process. The participants in plan development agreed that all land use alternatives considered during the General Plan review process should be consistent with the following assumptions:

- Upland will be a predominantly low-density residential community.
- Community and neighborhood values will not be compromised by new development.
- Upland is not likely to become a major regional retailing or employment center.
- Additional economic development in Upland can take place in selected parts of the City.
- California is changing, and these changes will affect Upland and its neighborhoods.
- Transportation and air quality concerns will increasingly affect land use planning and lifestyles of Upland residents,

Five alternatives (Exhibit 2) have been identified which include the existing General Plan buildout scenario, a neighborhood conservation scenario which focuses on preservation of residential neighborhoods, an increased economic development scenario which emphasizes attracting and expanding revenue

generation and land uses to the City, and two community land use alternatives which include citizen recommendations that resulted from public workshops, Planning Commission, and City Council meetings.

B. Alternative 1: Current General Plan

The current General Plan was adopted in 1980 and has been amended a number of times, most significantly for the Southeast Quadrant General Plan Update in 1990. The goal of the Land Use Element of the Current General Plan is to "protect and enhance the character and image of the community as a predominantly low-density suburban residential community compatible with its natural environmental setting."

The alternative would result in a buildout scenario characterized by a mix of land uses consisting of single- and multi-family residential, commercial, and industrial.

The Upland General Plan Land Use map shows the geographic distribution of various planned land uses in the City. Upland General Plan Land Use Summary (See Exhibit 3) provides a summary of information about the existing general plan designations. The Upland Land Use Element discusses the proportions of each category that have been allocated to each designation.

The northern quadrants are designated primarily for low density residential, in keeping with the more steeply sloping terrain (northward toward the San Gabriel Mountains). Low residential densities are encouraged in the north portions of the City in order to minimize the impacts on the physical infrastructure (such as municipal water, sewer, storm-water disposal, and circulation systems). Generally, it is more difficult and costly to construct infrastructure in a hillside environment. The southern areas of the City, in contrast, have been planned to accommodate higher densities of residential uses, where infrastructure costs would be the least expensive.

Residential land uses are the largest category of land uses currently planned for the City. This includes 56.51 percent of total land area, or about 4,236.05 acres. Categories of residential uses are based on density of families or dwelling units permitted on each net acre of land. There are 3,517.13 acres or 46.92 percent designated for single-family residences; 718.69 acres (9.58 percent) for multi-family residences. The predominant residential land use in the City is 3,464.25 acres (46.21 percent) for low density single-family residential. 4,148.79 acres (52.8 percent) is single-family residential use. The General Plan also includes 53.11 acres (0.7 percent) of a mid-density small lot single-family designation.

The next largest distribution of general plan designation is for commercial uses, which makes up a total of 827.45 acres in the various categories. This represents a total of 11.03 percent of land use. Industrial uses account for 479.74 acres in the City, or 6.3 percent of land uses.

EXHIBIT 3
General Plan Alternatives Land Use Summary

Land Use Summary
Within City Limits

Land Use Categories	Alt. I	Alt. II	Acres Existing General Plan	N.C.	E.D.
Single-Family Residential					
0-2, 0-3, 0-4 du/ac	2,379.08	2,379.08	2,389.72	2,389.72	2,389.72
4-6 du/ac	996.62	1,046.43	1,074.53	1,032.59	1,005.59
7-10 du/ac	83.76	126.65	53.11	51.84	51.84
7-12 du/ac Condominium	159.12	159.12	0.00	9.13	0.00
12-20 du/ac Condominium	39.78	20.64	0.00	2.92	2.92
Mobile Home Park	112.70	112.70	0.00	0.00	0.00
Total	3,771.06	3,844.62	3,517.36	3,486.20	3,450.07
Multi-Family Residential					
7-12 du/ac	33.10	12.60	106.54	245.12	245.12
12-20 du/ac	333.49	349.98	325.42	428.96	435.92
7-30 du/ac	0.00	0.00	286.73	0.00	0.00
Total	366.59	362.58	718.69	674.08	681.04
Commercial					
Highway Commercial	322.67	287.73	397.82	397.82	405.55
Regional Commercial	264.97	264.97	0.00	0.00	0.00
Office Professional	43.90	43.90	45.45	50.45	53.70
Commercial Professional	26.77	26.58	30.07	30.07	36.82
Transit Commercial	15.53	15.53	15.53	15.53	15.53
Neighborhood Commercial	34.45	34.81	46.12	37.12	37.12
Central Trading	69.37	69.37	56.76	56.76	80.61
Airport-Related Commercial	0.00	0.00	235.70	235.70	235.70
Total	777.66	742.89	827.45	823.45	865.03
Industrial					
Light Industrial	348.64	348.64	479.74	427.58	437.01
Industrial/artist Loft	12.43	12.43	0.00	12.43	12.43
Industrial Commercial Mixed Use	120.00	120.00	0.00	55.47	55.47
Total	481.07	481.07	479.74	495.48	504.91
Special Uses					
P.U.D. (Lakes, Country Club)	624.98	624.98	624.98	624.98	624.98
Airport	56.00	56.00	0.00	0.00	0.00
Hospital	21.13	21.13	21.13	21.13	21.13
Proposed Rte. 30	99.98	99.98	99.98	99.98	99.98
Total	802.09	802.09	746.09	746.09	746.09
Public Facilities					
Total	1,123.43	1,123.43	1,123.43	1,123.43	1,123.43
Other	174.10	139.32	83.24	147.27	125.43
Grand Total	7,496.00	7,496.00	7,496.00	7,496.00	7,496.00

EXHIBIT 3 (continued)

Land Use Summary
San Antonio Heights

Land Use Categories	Alt. I	Alt. II	Acres Existing General Plan	N.C.	E.D.
SFR 0-3 du/ac	990.22	990.22	990.22	990.22	990.22
Neighborhood Commercial	4.01	4.01	4.01	4.01	4.01
Open Space	147.38	147.38	147.38	147.38	147.38
Total	1,141.61	1,141.61	1,141.61	1,141.61	1,141.61

Land Use Summary
County Island

Land Use Categories	Alt. I	Alt. II	Acres Existing General Plan	N.C.	E.D.
Regional Commercial	149.12	149.12	0.00	0.00	0.00
Retail/Wholesale Industrial	187.13	187.13	0.00	0.00	0.00
Light Industrial	0.00	0.00	336.25	336.25	336.25
Total	336.25	336.25	336.25	336.25	336.25

The City has allocated 746.09 acres (9.95 percent) to special uses that include the Lakes Specific Plan and the Upland Country Club (624.98); the hospital (21.13 acres); and the proposed Route 30 Freeway reserved right-of-way (99.98). The land use table indicated that 1,123.43 acres (14.98%) are allocated to public facilities which include government buildings, schools, parks, and flood control.

The City also includes 1,477.86 acres of unincorporated area within the Sphere of Influence. San Antonio Heights is comprised of 990.22 acres of low density single-family uses; 4.01 acres of neighborhood commercial; and 147 acres of open space uses. The areas located on the western boundary of the City (336.25 acres) are designated for light industrial uses.

C. Alternative 2: Neighborhood Conservation

Under this alternative, both existing development and future development would be carefully evaluated to avoid adverse impacts on the quality of life in neighborhoods and to remedy inconsistencies with accepted neighborhood and community values.

The Neighborhood Conservation Alternative most closely resembles the Existing General Plan Alternative in that it provides for preservation of single-family residential uses as they currently exist. In this alternative 2,389.72 acres (31.88 percent) are designated as *0-4 du/ac Single-Family-Residential*. Other single-family residential land use designations include 1,032.59 acres of *4-6 du/ac*, 51.84

acres of *7-12 du/ac*, 9.13 acres for *7-12 du/ac condominium*, and 2.92 acres of *12-20 du/ac condominium*, or 14.76 percent of the total land use. The *Small-Lot, Single-Family Residential 7-10 du/ac* is committed to 57.84 acres.

The neighborhood conservation alternative also includes additional acreage for multi-family, commercial, and industrial uses. This includes 25.12 acres for 7-12 du/ac Multi-Family Residential and 428.96 acres for 12-20 du/ac Multi-Family Residential land uses, or 8.99 percent of land uses.

Commercial acreage increase to 823.45 (compared to the existing General Plan of 591.75 acres. Industrial use includes 427.58 acres for light industrial, 12.43 for industrial/artist loft, and 55.4 for industrial/commercial mixed use.

The other mixed uses and public/quasi-public uses remain the same as for the other alternatives. The neighborhood conservation alternative increases the acreage for commercial and industrial land use designations when compared with the current General Plan.

The Neighborhood Conservation Alternative does not propose any changes to the unincorporated areas that fall within the City's Sphere of Influence.

D. Alternative 3: Increased Economic Development

Under this alternative, Upland would emphasize attracting revenue-generating land uses, such as retail and lodging. Upland would also seek to expand opportunities to employers of appropriate size and nature to located in Upland and to provide increased opportunities for business formation by Upland residents.

This alternative provides for single-family residential uses which are similar to the Neighborhood Conservation Alternative: 3450.09 acres (46.03 percent) are committed to single-family uses, 681.04 acres (9.08 percent) are committed to multifamily uses; 7-12 du/ac (245.12 acres) and 12-20 du/ac (435.92 acres).

Land uses in the alternative are committed to commercial and industrial uses. Commercial uses are allocated to 865.03 acres (11.5 percent of the total land use) including Highway Commercial--405.55 acres, Office Only--53.70 acres, Commercial Professional--36.82 acres, Transit Commercial--15.53 acres, Neighborhood Commercial--37.12 acres, and Central Trading--80.61 acres, and Airport Related Commercial/Industrial--235.70 acres. Industrial uses account for 504.91 acres (6.73 percent of the total land uses) allocating 437.01 acres to light industrial uses and 12.43 acres to a proposed new designation, *Industrial/Artist Loft* and 55.47 acres to *Industrial/Commercial Mixed Use*.

The remainder of the land uses are committed to special land uses (1,487.68 acres) such as Planned Unit Development (624.98 acres), the Hospital (21.13 acres), and Public Facilities (1,123.43 acres).

This alternative does not propose any land use changes to the unincorporated areas included in Upland's Sphere of Influence.

E. Community Land Use Alternatives

These alternatives were defined based on input from community meetings. Public workshops and Planning Commission and City Council workshops. The final General Plan Land Use Alternative will evolve from continuing community involvement as the General Plan program continues. It is likely that the adopted General Plan Land Use Element will include elements from each of the alternatives studied.

In Community Land Use Alternative 1 the largest General Plan designation is for single-family residential. This includes 3,771.06 acres, or 50.30 percent of the total land area. The largest designation is for low-density residential at 2,379.08 acres (31.73 percent). Other single-family designations include 996.62 acres (13.29 percent) for other single-family, detached residences. The remaining single-family residential uses are 159.15 acres for condominiums and 34.28 acres (1.4 percent) for mobile home park. The remaining residential land use designation is for multi-family uses. In this category the largest designation is for medium-density use, 12-20 du/ac, with 333.49 acres, or 4.2 percent of total land use, the remaining 33.10 acres (0.4 percent) designated for multi-family residences is for lower-density use (7-12 du/ac). There are no acres designated for residential uses over 20 du/ac.

Land committed to commercial/office uses is 777,66, or 10.37 percent of the total. Of the total, the uses are broken down into Highway Commercial--322.67 acres, Regional Commercial--264.97 acres, Office Only--43.90 acres, Commercial Professional--26.77 acres, Transit Commercial--15.53 acres, Neighborhood Shopping--34.45 acres, and Central Trading--69.39 acres.

This alternative provides for 481.07 acres (6.41 percent) of industrial land uses including Light Industrial--348.64 acres, Industrial/Artist Loft--12.43 acres, and Industrial/Commercial Mixed Use--120 acres.

Special uses including PUB/Specific Plan--624.98 acres), Airport--56 acres, Hospital--21.13 acres, and Proposed Route 30 right-of-way--(99.98 acres) comprise a total of 802.09 acres, or 10.70 percent of the total land uses. Public Facilities occupy 1,123.44 acres, or 14.98 percent of the City's land uses.

No changes are proposed in the San Antonio Heights area of the City's Sphere of Influence. Land uses include Single-Family Residential 0-3 du/ac--990.22 acres, Neighborhood Commercial--4.01 acres, and Open Space--147.38 acres.

The 320-acre County Island is changed to Regional Commercial uses (149.12 acres, or 44.34 percent) on Industrial\Commercial, Mixed Use (187.13 acres, or 55.65 percent).

F. Community Land Use Alternative II

Community Land Use Alternative II is a refinement of Alternative I. The land allocated to the Single-Family Residential classification is increased to 3,844.62 acres, or 51.28 percent. The proposed land uses with low-density 0-4 du/ac (2,379.08 acres), 4-6 du/ac (1,046.43 acres, 7-10 du/ac (126.65 acres), 7-12 du/ac Condominium (159.12 acres), 12-20 du/ac Condominium (20.64 ac), and 8-14 du/ac Mobile Home Park (112.70 acres).

Multi-Family Residential uses account for 362.58 acres, or 4.8 percent of the total uses with 12.60 acres allocated to Multi-Family Residential--12-20 du/ac.

Commercial/Office uses are committed to 742.89 acres, or 9.9 percent of the total acreage of the City. The uses are allocated to Highway Commercial--287.73 acres, Commercial/Industrial Mixed Use (SP) , Office Only--43.90 acres, Commercial Professional--26.58 acres, Transit Commercial--15.53 acres, Neighborhood Shopping--34.81 acres), and Central Trading--99.37 acres.

The remaining land use categories are the same as Alternative I, Industrial uses--481.07 acres, Special Uses--802.09 acres, and Public Facilities--1,123.4 acres.

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